

Decision Maker: CARE SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Date: Wednesday 14th March 2018

Decision Type: Non-Urgent Non-Executive Non-Key

Title: ADASS PEER REVIEW OF BROMLEY – USE OF RESOURCES

Contact Officer: Stephen John, Director of Adult Social Care
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Chief Officer: Ade Adetosoye, Deputy Chief Executive, and Executive Director: ECHS

Ward: Borough-wide

1. Reason for report

- 1.1 This report provides Members with a summary of the key findings of the ADASS Peer Review on the use of resources in adult social care in Bromley.
- 1.2 The report also sets out the identified areas for consideration and the officer response to the findings, including where actions are already being taken or where new actions will be implemented.
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2. **RECOMMENDATIONS**

- 2.1 The Care Services PDS Committee is recommended to:
- i) Note the findings of the ADASS peer review
 - ii) Endorse the Officer Response to the identified areas of consideration through the peer review process.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The findings of the ADASS peer review and the officer response to areas for consideration will have a positive impact on vulnerable people by driving improvement of safeguarding and vulnerable adult services.
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Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Supporting Independence Healthy Bromley
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Financial

1. Cost of proposal: Not Applicable:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: Stephen John
 4. Total current budget for this head: £60M
 5. Source of funding:
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Personnel

1. Number of staff (current and additional): Not Applicable
 2. If from existing staff resources, number of staff hours: Not Applicable
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Legal

1. Legal Requirement: None
 2. Call-in: Not applicable: No Executive decision.
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Procurement

1. Summary of Procurement Implications: Not Applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Not Applicable
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

Background

- 3.1 The London Association of Directors of Social Services (ADASS) works together to improve and develop services in the Adult Social Care sector in London through London ADASS.
- 3.2 The aim of Peer Reviews is to support self-evaluation and service development. Peer Reviews are commissioned by the host DASS and scoped and shaped by them with their senior management team to provide external critique of an issue of concern to them.
- 3.3 Peer Reviews are not a sector-owned form of inspection, a mechanism to produce scored assessment or a detailed service assessment. It is not driven by external requirements or reported to Government. Reviews are undertaken by teams of peers from across London each led by a DASS. Teams are convened for each review from the large pool of trained reviewers who are part of the existing London ADASS networks.
- 3.4 During each review a range of people are interviewed, staff at all levels, service users and their carers', and external organisations/partners relevant to the theme of the review.
- 3.5 The Borough prepares a self-assessment before the review and relevant documents and management information are reviewed by the review team.

The London Peer Review Process

- 3.6 From May 2016 it was agreed that all boroughs will be reviewed over a four year cycle.
- 3.7 Each peer review team consists of 5/6 peers from different boroughs, to include a lead DASS, Assistant Director, Performance Lead and a Co-ordinator. Each review by these "critical friends" gives feedback, highlighting the findings against the review's key questions and scope including:
 - What works well and could be done differently
 - Prompts for action / solutions planning
- 3.8 The "light touch" peer reviews provide an opportunity for external challenge and critique by peers experiencing similar challenges who bring this experience to the review. There is the opportunity for sharing and support.
- 3.9 While they are not inspections or audits, they offer a robust process and can add value to an authority's journey of self-improvement.
- 3.10 There are a variety of themes which can be the subject of a peer review. Bromley selected 'Use of Resources' as the most useful area for review. The key areas of this review theme are outlined in Appendix 1.
- 3.11 The review took place over a three day period during 22 - 24 November 2017.

Bromley's Use of Resources Peer Review

Key Lines of Enquiry

3.12 The review highlighted a number of issues based around the following themes:

- 1) Overall budget;
- 2) Benchmarking data;
- 3) Commissioning and the market;
- 4) Managing demand;
- 5) Controls and processes;
- 6) Partnerships; and,
- 7) Governance and planning

Key points arising from the review

3.13 The remainder of the report explores each of these areas in turn using the following structure:

- What is working well
- Areas for consideration
- Officer response, including relevant actions already being taken or proposed linked to the areas for consideration.

Key Line of Enquiry 1: Overall budget

What is working well:

3.14 The peer review identified that Bromley's financial control systems were effective and were managed by dedicated and experienced finance staff. They highlighted further effective financial management activity through the successful delivery of £7.6m savings, as well as the lack of debt and the maintenance of healthy local authority reserves. The review identified some emerging good ideas around capital investment i.e. the provision of a new care home and the effective use of the iBCF to support adult social care services in Bromley

Areas for consideration and officer response:

1. Overall budget	
Areas for consideration:	Officer response:
1.1 Strategic and comprehensive approach to understanding local need and planning for that adequately	<ul style="list-style-type: none">• JSNA has been reviewed and updated during 2017 <i>Timescale:</i> completed• ECHS has a revised business planning process being put into place with a departmental set of priorities, flowing into divisional business plans. The process incorporates needs analysis, statutory requirements, financial planning, key performance indicators and workforce planning issues. <i>Timescale:</i> Completed by April 2018

<p>1.2 Strengthening risk management and due diligence on integration with NHS</p>	<ul style="list-style-type: none"> • A set of integrated health and social care strategies are due for delivery in 2018 including on older people and mental health. These will help to give focus to demographic pressures, local need and the requirements for council services to meet these. <i>Timescale:</i> Completed by July 2018 • An integrated approach to the care homes market has been developed with the CCG. The Care Home Programme Board has been developed since December 2017 with three workstreams: Strategic Planning, Health and Social Care Support to Care Homes, and Quality. Each of these workstreams will directly engage with care home providers and will help to build upon the existing partnership. <i>Timescale:</i> This is a project that will be delivered throughout 2018/19 • The Council and CCG will produce an integration strategy during the first half of 2018 in order to give vision and direction to the government's strategic drive to progress with health and social care integration by 2020. <i>Timescale:</i> Completed by July 2018
<p>1.3 Engaging with local residents, service users and carers, and experienced local providers delivering high quality care in co-producing the way forward</p>	<p>The Council is implementing a new strategic communications and engagement plan across Education, Care and Health services to ensure that there is more opportunity for engaging with local residents, service users and carers to facilitate co-production and use feedback to shape service delivery that improves outcomes. <i>Timescale:</i> completed by February 2018</p>
<p>1.4 Innovation board to test new value for money ideas e.g. Dragon Den's style</p>	<p>The Council is looking at ideas to generate income as part of its medium term financial strategy and is carrying out an Ideas Lab to identify income generating opportunities <i>Timescale:</i> completed by March 2018</p>

Key Line of Enquiry 2: Benchmarking data

What is working well:

3.15 The peer review noted that the overall spend per head of population is very low and unit costs are low. The service also demonstrated a clear understanding of the inaccuracies of delayed transfer of care (DToCs) data.

2. Benchmarking data	
Areas for consideration:	Officer response:
2.1 Low level of Direct Payments	The Council's Executive agreed (as part of the iBCF range of projects) to fund a Direct Payments project to significantly raise the council's performance in this area. The project will explore and take action in a range of areas including reviewing the DP process, the support offered to service users considering whether to take up a direct payment and the infrastructure needed to raise Bromley's performance in line with the level being achieved nationally. <i>Timescale:</i> Project is live with completion expected by March 2019
2.2 Regular consideration of statutory neighbours for benchmarking	Benchmarking with neighbours (as well as authorities further afield as relevant to the service area being explored) is now a required standard approach for all commissioning within Bromley. Two key projects this year – commissioning of domiciliary care and nursing care – will both incorporate a review of the market and benchmarking with neighbouring authorities. <i>Timescale:</i> Both are significant projects for 2018/19
2.3 Strategy to promote understanding of reablement	Service Lead appointed for Direct Services with a brief to evaluate, review and refresh the reablement offer <i>Timescale:</i> within 3 – 6 months
2.4 Review of use of emergency placements	Use of emergency placements will be reviewed in 2018 as part of an independent review in adult social care <i>Timescale:</i> This project will run through 2018
2.5 A clear understanding of comparative income levels of fees and charges	A refreshed charging policy will be developed and signed off for implementation at Executive <i>Timescale:</i> Completed by June 2018

Key Line of Enquiry 3: Commissioning and the market

What is working well:

- 3.16 The peer review indicated that commissioners and staff had a good understanding about potential for approaches moving forward and the work that needed to be done. A high level of Member interest and engagement is supported by the PDS structure, as well as good Member support in personalisation, domiciliary care and Reablement.

3.17 The peer review's findings noted a mature and stable local market in Bromley as providers want to work closely with and help the Council. They highlighted positive examples of joint commissioning with CCG is already in place and working well. They noted the effectiveness of the new Bromley Well service to support independence. The peer review also highlighted Bromley's use of iBCF funding for a feasibility study in Phase 2 on care home investment options.

Areas for consideration and officer response:

3. Commissioning and the market	
Areas for consideration:	Officer response:
<p>3.1 A clear vision and shared forward view for the next 5 years</p> <ul style="list-style-type: none"> ○ Integration ○ Personalisation (Direct Payments) ○ Market position statement ○ Service user and carer engagement strategy, working towards co-production ○ Making Safeguarding Personal 	<ul style="list-style-type: none"> ● Several strategies are in preparation during 2018 that will help to establish a clear vision <ul style="list-style-type: none"> ○ Integration Strategy with the CCG ○ Older Persons Strategy (with CCG) ○ Mental Health Strategy (with CCG) ○ Market Position Statement <p><i>Timescale:</i> All to be completed by July 2018</p> ● A Care Homes Programme Board has been established with the CCG to provide clear vision and strategic direction to a number of areas including: <ul style="list-style-type: none"> ○ Engagement with providers ○ Establishing a clear health and safety offer to care homes ○ Agreeing a market strategy for procurement of care home placements across the council and the CCG ○ Agreeing a quality framework across both organisations in order to more efficiently drive up standards of quality ○ Developing (with care homes) a fresh approach to attracting care workers to Bromley and enabling a sustainable local workforce – discussion is taking place currently around job fairs and related events to attract people into the care market. <p><i>Timescale:</i> Project to run throughout 18/19</p>
<p>3.2 Making 'the Bromley Way' a reality for all (including vulnerable adults)</p>	<p>The service will provide support for independence, improve choice and control through Direct Payments</p>
<p>3.3 Re-balance procurement, compliance and commissioning</p>	<p>The effective balance between procurement, compliance, commissioning and quality receives robust scrutiny in Bromley through:</p> <ul style="list-style-type: none"> ○ Departmental Leadership Team, Commissioning Board, Portfolio Holder, Care Services PDS and Executive – it is

3.4 Focus on quality	<p>routine for matters such as the cost/quality split, outcomes required of contracts and evidence of performance achieved to be scrutinized and challenged</p> <ul style="list-style-type: none"> ○ The council's contract management framework and procurement standing orders enable lighter touch procurement depending upon the strategic and financial value of the contract ○ The council's Contract Compliance Team ensures a constant overview of quality on some of the key areas of commissioned services within ECHS
3.5 Market development that supports direct payments and personal assistants	<p>A Direct Payments project is in the process of being launched which is geared to improve Bromley Council's performance in this area. The project will review the service user experience in using direct payments and will seek to simplify and make more attractive the DP offer to Bromley's residents as well as increase the range of personal assistants available to service users and self-funders.</p> <p><i>Timescale:</i> Project to be completed by March 2019</p>
3.6 Promoting caring as a career	<p>The ECHS Communications and Engagement Working Group will look at activities to promote caring as a career to local residents.</p> <p><i>Timescale:</i> Working Group to begin meeting in February 2018</p>
3.7 Local solutions to local issues – e.g. Shared Lives and social isolation, positive deferred payment schemes that benefit residents and the Council (asset release)	<p>Opportunities for innovation in service delivery will be explored as part of the independent review in adult social care.</p>
3.8 Maximise your assets – e.g. over 65's residents	<p>We provide volunteering opportunities to our over 65 residents.</p> <p>Opportunities for innovation in service delivery will be explored as part of the independent review in adult social care.</p>

Key Line of Enquiry 4: Managing demand

What is working well

- 3.18 The peer review highlighted a number of positive approaches to managing demand in adult social care. The review identified that the effectiveness of the dementia hub as a model to build on, extra care housing, Care Link and the Discharge to Assess (D2A) pilot.

3.19 The peer review highlighted appointment of a transition coordinator and the opportunity to shape services through SEND focus groups in children’s social care and adult’s social care.

Areas for consideration and officer response

4. Managing demand	
Areas for consideration:	Officer response:
<p>4.1 Safeguarding</p> <ul style="list-style-type: none"> ○ Creation of a Multi-Agency Safeguarding Hub (MASH) ○ Safeguarding and quality assurance team – complex cases, audit function, provider concerns and partnerships ○ DoLS – review systems and processes and understand volumes and management of risk 	<p>The Council’s overall approach to adult safeguarding will be reviewed through an independent review of adult social care services in 2018</p>
<p>4.2 Enable accountability, ownership and development e.g. CareFirst</p>	<p>A new case management recording system for Adults will be implemented following a role out in Children’s.</p>
<p>4.3 Mobilisation of reablement and making it work for Bromley</p>	<p>Service Lead appointed for Direct Services with a brief to evaluate, review and refresh the reablement offer</p> <p>Timescale: within 3 – 6 months</p>
<p>4.4 Workforce Strategy for Adult Social Care</p>	<p>The Recruitment and Retention Board is looking at opportunities to develop a robust workforce strategy for adult social care.</p>
<p>4.5 Deeper understanding of local need and an evidence-based response (e.g. 1 in 3 residents with mental health needs)</p>	<p>Several strategies are in preparation during 2018 that will help to establish a clear evidence base including</p> <ul style="list-style-type: none"> • Older Persons Strategy (with CCG) • Mental Health Strategy (with CCG) • A programme of other strategies will follow <p><i>Timescale:</i> Both strategies completed by July 2018</p>
<p>4.6 Prevention Strategy</p>	<p>While a “prevention” strategy is not in preparation, all the strategies being developed are focused on preventing increased pressures on statutory services via early intervention, robust use of existing resources and building resilience of Bromley’s residents.</p>

4.7 Strengthening social work to promote independence – e.g. front door, digital gateways, early conversations	The service will look at workforce development, asset based assessments and prevention
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Key Line of Enquiry 5: Controls and processes

What is working well?

- 3.20 The peer review highlighted a number of effective controls and processes in place. Member oversight of controls and process is effective through the PDS with co-opted members. The peer review panels revealed high level of challenge and financial control, skilful and purposeful financial monitoring and reporting and a shared understanding of the Council’s financial position. The BCF plan was approved without conditions.
- 3.21 There is a dedicated and committed social care work force and there is on-the-ground effective partnership working with providers. A dedicated performance and information resource is available and there is effective partnership working with providers.

Areas for consideration and officer response

5. Controls and processes	
Areas for consideration:	Officer response:
5.1 Reinvigorate the CareFirst user group	These recommendations are currently under review and will be considered in the independent review of adult social care services in 2018.
5.2 Redesign and rationalise forms	
5.3 Understand transformational opportunity of Eclipse	
5.4 Clearly map out workflows and care management processes	
5.5 Maximise opportunities of a children and adults department e.g. an age-all disability service	
5.6 Consider the benefit of winter services for all year	
5.7 Co-produce with providers proportionate and effective controls and processes	Co-production is an expectation of all key commissioning projects. The review (with the CCG) of children’s mental health commenced with a series of co-production events to develop the outcomes and the model of service required. The 2018 review of domiciliary care with work with providers to review the current framework and develop a future model which is aimed to give Bromley residents the capacity they need.

Key Line of Enquiry 6: Partnerships

What is working well?

3.22 The peer review indicated a number of effective partnerships in adult social care. There is a good relationship between CCG and Council in relation to BCF / iBCF and an appetite for closer working going forward. The review also highlighted the work of the Integrated Care Network (ICNs) and the positive results of the Transfer of Care Bureau.

Areas for consideration and officer response

6. Partnerships	
Areas for consideration:	Officer response:
6.1 Talk to Healthwatch	Commissioners have recently procured the Healthwatch service and will develop (in partnership) a programme of work for the new year <i>Timescale:</i> Completed by March 2018
6.2 Reset the tone, for example Continuing Healthcare / Community Care – doing right by your residents first and follow the process	EHSC has appointed a CHC officer to work in partnership with CCG colleagues and help ensure that the Continuing Health Care process meets the needs of our vulnerable residents
6.3 Focus on partnership approach to find savings and better outcomes – e.g. LD	A partnership approach between care managers and commissioners is enabling a review of service users within learning disability, supported living and residential services – focused on ensuring outcomes for service users and value for money from providers <ul style="list-style-type: none"> • <i>Timescale:</i> Completion by September 2018
6.4 Understand impact on the Council of further integration with NHS <ul style="list-style-type: none"> ○ Whole system benefits that are shared ○ Due diligence ○ Risk share ○ Different models of integration – consider what would work best for Bromley ○ Communication strategy – bringing people along for the journey ○ Build on the senior leadership commitment to engage the whole workforce 	The Integration Strategy with the CCG (currently being developed) is a government requirement in demonstrating the plans the council and CCG colleagues have to ensure an integrated approach between health and social care services. It will address all of the points raised by the peer review team. <ul style="list-style-type: none"> • <i>Timescale:</i> Completion by July 2018

Key Line of Enquiry 7: Governance and planning

What is working well?

- 3.23 The peer review findings recognised effective governance and planning in adult social care through joint leadership meetings and systematic budget management. Housing is well connected to Adult Social Care. Service users are also receptive to having open and honest conversations about service delivery.
- 3.24 The peer review highlighted the effectiveness of the PDS structure and that Members are receptive to new ideas.

Areas for consideration

7. Governance and planning	
Areas for consideration:	Officer response:
Develop service user voice throughout governance and planning	We will review engagement with service users as part of the new ECHS Communications and Engagement Plan
Policy decisions need to map to Medium Term Financial Strategy (MTFS)	The revised business planning process being adopted in ECHS will ensure that key business decisions as well as commissioning strategies are linked to the medium term financial forecast. <i>Timescale:</i> Completion by April 2018
Need to understand who is using care home capacity e.g. self-funders, out of borough or the Council	<ul style="list-style-type: none"> A review of market capacity within the care home sector will be undertaken as part of the Care Homes Programme Board established with the CCG. This will review numbers of care homes in the borough, placements by the council and the CCG, numbers of self-funders and placements by other boroughs. <i>Timescale:</i> Completion by June 2018 A new approach to engagement with providers commenced in December 17, linked to the Care Homes Board with a discussion hosted by the Care Services Portfolio Holder and the Deputy Chief Executive.
Commissioning strategy needs to link to MTFS	Commissioning and market shaping opportunities for the future will be explored in an independent review of adult social care in 2018
Market is telling us they are not beholden to the Council or CCG	Commissioning and market shaping opportunities for the future will be explored in an independent review of adult social care in 2018

Develop new governance that is fit for the future e.g. joint governance	Joint governance with the CCG has been reviewed and refreshed with a new Integrated Commissioning Board (co-chaired by the Deputy Chief Executive and Angela Bhan from the CCG) as well as a delivery group focused on a new joint programme of work
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4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

The findings of the ADASS peer review and the officer response to areas for consideration will have a positive impact on vulnerable people by driving improvement of safeguarding and vulnerable adult services

Non-Applicable Sections:	Policy, Financial, Personnel, Legal and Procurement Implications.
Background Documents: (Access via Contact Officer)	Not Applicable